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## Ethics Green Open Space Public Service by Government Pekanbaru City

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### Abstract

Every citizen undertake activities that relate to government bureaucracy because one of its functions is to provide service to society with refer to public service ethics. Government of Pekanbaru city must implement ethical public service such as the provision of green open space. The research used qualitative methods. The collecting of data through observation, interview, library research techniques and analyzed descriptively qualitative. The results showed that the service and ethic of public service has not been implemented because not maximum of quality and quantity aspects.

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## 1. Introduction

Green open space is one of the means provided by city government to the public interest and property. As the greening of city, as rain penetration area, as the means of social and culture interaction to urban society. Some of interaction can be like family trip, sports, colleagues meeting and others. Moreover, green open space is able to revive people's economy in the form of small-scale trade. Function as people meeting area from different ethnic groups because it can unite variety of ethnics in an area, especially nowadays it happens fading inter-ethnic unity in an urban life. Green open space is a public space, because of that public service ethic in green open space is needed.

Government of Pekanbaru City, Riau Province, as an arm of the Central Government of Republic of Indonesia must implement ethically public service. One of the public service is the provision of green open space by Government of Pekanbaru City. This is because Pekanbaru City is the capital of Riau province, which according to records of BPS Pekanbaru City in 2011 had a population of 897.768 and growing every year. That population growth is not accompanied by the provision of adequate social interaction such as green open space. Climate and air temperature in Pekanbaru city during the dry season reaches average 34°C and it causes Pekanbaru people is reluctant to come out or interaction with others especially in the daytime. And also, the lack of lawabiding of housing developer about government's policy on the provision of green open space in housing area that they built. In reality, government of Pekanbaru city were not maximal when implementing the government affairs.

This research focuses on how government of Pekanbaru city has public service ethics in the provision of green open space to society in order to have benefits as the means of social and cultural interaction for Pekanbaru society.

## 2. Theoretical Framework

Every citizen undertake activities that relate to government bureaucracy because one of its functions is to provide service to society. In carrying out the functions of the service, bureaucracy should refer to public service ethics. Kumorotomo (1999: 5) says that ethics come from Greek word 'ethos' which means a habit or character. The Liang Gie in Sjamsuddin, Sjamsiar (2007: 164) argues that ethics refers to two things, first the study about values of human and their defense, and second is the value of life and the law that regulate human behavior.

According to Sinambela (2010: 3), basically every human need service, extremely it can be said that service can not be separated from human life. Furthermore, theoretically the purpose of public service is to satisfy society. Bambang (2001: 19) looks the public service over the organization ability to identify the needs of the society, to set the agenda, and service priorities, and to develop public service programs according to the needs and aspirations of society.

Sjamsuddin, Sjamsiar (2007: 183) argues that bureaucratic apparatus as a public servant who must understand the ethics and moral of public service, so the task remain within the boundaries of goodness and truth. Thereby, society as a customer admit the existence of the bureaucracy and increase their belief to the bureaucracy. Sjamsiar (2007: 164) says that public service ethics is society service method by use of habits that contain the value of life and the law/norm which regulate human behavior was considered good. Government of Pekanbaru City, Riau Province, as an arm of the Central Government of Republic of Indonesia must implement ethically public service.

Minister of Internal Affairs Instruction No. 14 of 1988 on the Urban Green Open Space explain that, green open space has eight functions as a means of socializing between citizens. In Law No. 26 of 2007 on Spatial Planning, says that the spatial structuring of cities specifically to mandate the need for the provision and utilization of green open space, with the proportion of its range is set at least 30 (thirty) percent of the city, which is filled by the plant, both of which grow naturally or deliberately planted.

Based on Ditjen Bina Marga Department of Public Works (2005), there are three main issues that relate with the the availability and preservation of green open space in urban areas, namely:

- A. The negative impact of suboptimalisasi green open space where green space opens don't eligibility for quantity and quality (green open space is not available, green open space is not functional, land fragmentation which decrease the capacity of land, decrease the capacity of environment, control of use and functionality land
- B. Weak management institutions of Green Open Space
- C. Weak the role of stakeholders

According to the Spatial Plan of Pekanbaru City (2006), the area of green open space is defined spaces in the city wider region, either on the form of area/region or in the form of extending area, where its use is more open (without building). In the utilization of green open space is more green charging plants or herbs such as agricultural land, parks, estates and so on.

### 3. Research Methods

This research was conducted in Pekanbaru city. This study used a qualitative approach. Data collection techniques through observation, interview and literature study. Data analysis technique used in this research is qualitative descriptive analysis.

This research focused to identify and analyze: public service that was performed by Pekanbaru city in the provision of green open space, and public service ethics that was performed by government of Pekanbaru in the provision of green open space.

### 4. Discussion

For tropical cities like Pekanbaru, plants or trees that is planted in parks and green line can give functions at least to reduce the city's air pollution and warming. Management of green open space in Pekanbaru that is handled by Department of Parks and Cemeteries Pekanbaru City is not maximized or in other words the public service ethics in the provision of green open space that is conducted by the Regional Government of Pekanbaru is not good. In quantity, the provision of green open space in Pekanbaru is not yet entirely and uneven. Only in the center of city which have the means of green open space with adequate, has not reached suburban at all. Generally, suburban only have an urban forest that are not well ordered. This research of Green Open Space took 4 sample sites.

#### A. The Provision of Green Open Space By Government of Pekanbaru City Observe Existing Condition

Existing Condition of green open space in Pekanbaru can be seen in table 1.

Table 1. Identification about plant type, presence of birds, noise, pool/puddle, social and cultural facilities

Classification	University of Riau	Alamayang	Diponegoro	Caltex field	Annur mosque
Plant	cluster	cluster	random	random	random
Bird	many	many	less	less	less
Pool	yes	yes	yes	no	no
Facility	yes	yes	yes	yes	no
Social-cultural	less	yes	yes	yes	yes

To measure the level of social and culture interaction can be used directly interview list. The function is to measure public perception of what they feel and what the benefits are. In addition, measurements is also done on the quality of each green open space where green open space that has good quality, in the estimate can attract visitors so that the level of social and cultural interaction is expected to be high. Measurement of the quality of green open space in the five samples of Pekanbaru:

- Plant Type Quality

Assessment of plant type quality that is planted in each sample of green open space in five location Pekanbaru in Table 2.

Table 2. Measurement of plant type quality at five sample of green open space in Pekanbaru

Green Open Space	Plant Type				
	University of Riau	Alamayang	Diponegoro	Caltex field	Annur Mosque

Green Belt	3	3	2	3	3
Cover Plants	3	3	2	1	1
Buffer Plants	3	3	1	1	1
Permeability	3	3	1	1	1
Noise reduce	3	3	1	1	1
Green Belt	3	3	2	3	3

From the analysis of assessment of plant type quality, there are five samples of green open space in Pekanbaru which significantly affect to the attractiveness of society to visit. It indicates green open space that is owned by University of Riau and Alamayang park obtain the highest score, and then Diponegoro Park, Field Caltex and Annur Mosque.

- The Presence of Birds

Based on previous analysis that the highest level of the bird's presence on the green open space are University of Riau and Alamayang park. This is because both of them still have large plants/trees with high density. For other Green Open Space (Diponegoro, Field Caltex and Annur Mosque) also can find the presence of birds when only visitors. Variable of bird's presence turn out to have a special attraction to increase the interest of visitors, so that the process of social interaction between people can occur by themselves without look at ethnic and religion.

- Water Puddle Pool

Generally, water puddle pool function as shelter during rainy(run off) and flood control. But in the Green Open Space, water puddle pool also has its own value if it's managed well. Generally, water puddle pool is used by society for activities such as:

*Fishing*, Pekanbaru has fishing community They have an association with the title as KOPER (Riau Angler Community). From observation, almost every day there are people who are fishing the pool of green open space, particularly Diponegoro green open space, Because it's open to public. While Puddle pool in Green Open Space of Alamayang Park also not devoid of society, they are willing to pay just to do their hobby, especially on Sunday.

*Water Recreation*, Green open space that has been managing the puddle pools for recreational activities is Alamayang Park. There are wide variety of water games here, from boat tours, water ball and so on. It get highly visitors.

*Research*, The only puddle pool on a green open space that is used for scientific and academic activities is University of Riau. Generally, university student who take advantage of this pool for research is derived from the Faculty of Agriculture, Faculty of Fisheries and the Faculty of Engineering. Beside for research, the puddle pool in front of the rectorat building, almost every day there are society activities such as taking pictures together, sit, and playing or joking on the path of the water bridge.

- Support facilities

Some supporting facilities of green open space is deemed necessary and important to complete the needs of society are bins, public toilets, pedestrian/jogging track, multipurpose room, playground and street vendors.

*Cleanliness/Garbage-can*, Researcher observes that almost all of green open space is equipped with garbage-can. But there are still scattered garbage, just need public awareness.

*Public Toilet*, From the five samples of green open space in Pekanbaru that is equipped with public toilets are Diponegoro, Annur Mosque and Alamayang park. The availability of this facility is an important factor to improve visitors.

*Pedestrian/Jogging Track*, Generally, that means is owned by a green open space that is purpose to sport. Diponegoro, Caltex Field, and Annur Mosque have pedestrian/jogging track and also one of important factor for public visits with the purpose of sport.

*Multipurpose Room*, It is non-green open space that serves to carry out the activity or activities together. Generally, it's equipped by roof without dividing walls. Green open space has this facility is University of Riau, Diponegoro and Alamayang park. From three of that, only Alamayang park is commercial but often use for social and cultural activities, especially on holidays.

*Children Playground*, Almost all of green open space have children playground, except Annur Mosque. This is because Annur mosque as city park category and its main function is prayer place for Muslims.

*Vendors*, The whole area of green open space in this study have a location/place street vendors, except Annur Mosque. The presence of traders is considered necessary because they complement visitors needs for all activities.

- **Social and Culture Place**

Green Open Space is a public space that complements a city structure and also as identity and aesthetics of a city. Urban society is a plural society that consist of various racial, ethnics, and religions. As a busy urban society with multi-activities, the public open space can be used by people to relieve fatigue, stress, and also as a place to hangout and get activity together. To look at social activity at each of green open space in Pekanbaru, can be seen in following table.

Table 3. Various of social activities that occur in five location of green open space in Pekanbaru

Location	Public Space Type	Activities
University of Riau	Gazebo building	Discussing, learning among fellow students
	Grass field	Student events, promotions stakeholders, etc.
Diponegoro	Gazebo building	Art exercise, animal lover, discussions and students exercises
Caltex Field	Open space pavement	Playing children and families, selling services children's games, toy trade, the stage to show of independence, musical performances, etc.
Alamayang Park	Gazebo	Family event, corporate gatherings, birthday celebrations, etc
	Permanent stage	Art and cultural performing, music concert, etc
	Grass field	Social event, bazaar, school activity, government events
Annur Mosque	Open space pavement	Religious events, bazaars, the rituals of Hajj, governance events, etc.

#### B. Public Service Ethics Seen from Green Open Space Management in Pekanbaru

This research is more prioritized on the location to public, namely Green Open Space: Diponegoro and Field Caltex. Whereas for the location such as University of Riau, Annur Mosque, and Alamayang Park already has its own management but still must follow government regulations that is contained in the Spatial Plan. As one form of public service ethic is perform by local government Pekanbaru, in this study include:

- **Institutional**

Institutional concept basically involves the study of institutional system because of the institutional system is very spacious, the level is the most easily identifiable, the institutional system can be seen from its own form and institutional mechanism aspect which function to run system. The principles are:

*Needs*, All of existing institutions and mechanisms including mechanisms of control and planning is done with basic needs of all stakeholders that relate to green open space.

*Participation*, Participation of all stakeholders relate to management of green open space, including the government and society will significantly contribute to control the green open space.

*Transparency*, Transparency in all management of green open space by all groups of stakeholders relate to the management, from planning, implementation and evaluation and control are a beginning condition that is conducive to the realization of the management of green open space.

*Certainty Law*, All existing mechanisms should be framed with certainty law. Rule of law is of the principles that are important in pushing the control mechanisms and good supervision.

*Incentives and Disincentives*, Incentives are given to those who perform the management of green open space accord with the requirements (standards) that have been established, while disincentives are given to management who don't accord with the requirements (standards) that have been set.

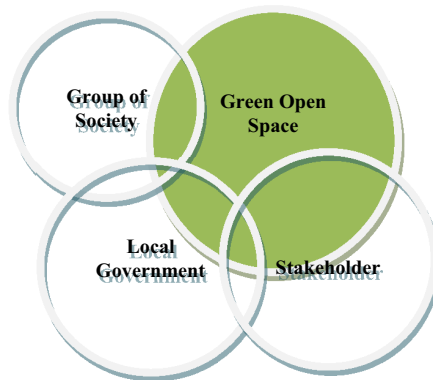


Figure 1. Venn Diagram inter-institutions in management of green open space

- **Financial Management**

Finance management is basically a business to plan and to get funds. Financial management based on the principles of efficiency and effectiveness. Management of development financing is important because:

1. Rapidly increase of growth population in Pekanbaru causes to increase demands on the public open space and infrastructure
2. Limited of local ability to funding the entire of development activities.

To effectively and efficiently the source of development financing is needed some development finance management strategies, namely:

1. Strategy to repair the procedure of planning, programming, and budgeting. In this strategy, the aspect of institutional, administrative and legal issues are very important to support the operational and financing strategies that can be implemented properly. For efficiency, program evaluation is usually done through the lowest cost, and effectiveness through maximum utilization of the infrastructure built. Local financial accountability aspect should be done transparently.
2. Strategies to reduce the government's role to service, by providing the opportunity for the private sector to participate in service activities and to develop the green open space infrastructure through a partnership between the regional government and the private sector. This partnership could be in the form of Build Operation Transfer (BOT), Build Operation Owner (BOO) or other forms of partnership.
3. Improving tax administration, to intensify monitoring and inspection, strengthen fundraising targets and refine the computerized tax records. So it will not leak and tax income could be used for the construction and maintenance of green open space.

- **Licensing Mechanism**

Article 17 of Law No. 24 of 1992 on Spatial Planning is also confirmed that the control of land used in each region, besides is carried out through surveillance and control activities, also through licensing mechanism. Spatial planning is also related to the one of requirements for issuing permits construction site, either to land used permit or planning permit or a location permit and building permits.

Licensing directly relate to to the utilization of green open spaces are:

1. Area Permit (land acquisition), is approval of local government on land acquisition that are contained in the specified location and the designation in accordance with a predetermined function. As an example of a location permit for commercial activities.
  2. Building permit is issued by the local government to the owner of the building in order to establish a physical building and not permanent, according to the functions that to support facilities of open green spaces. Examples of building permit are entertainment stage, bazaar booth building permits and others.
- **Monitoring Mechanism**  
Monitoring is an attempt to maintain conformity with the space utilization for function space, with follow and assess progress in implementing the space utilization by all parties. So, if occur irregularities implementation of space utilization from predetermine plan can be known and made efforts to completion. Monitoring is a effort (reporting, monitoring, and evaluation) to maintain conformity with the space utilization.
    1. **Reporting**  
Repoting activities is done by give information objectively with give the data (secondary or primary) and a picture of the real situation about the activities of space utilization of Green Open Space. This information, data, and picture is delivered to the institution/ organization/team/committee that handles the activities control utilization of green open space as as an input/consideration of further handling.
    2. **Monitoring**  
Monitoring activity is a follow up of the results of reporting about irregularities/ discrepancies implementation of space utilization in the green open space and activities to observe, supervise, and check carefully the physical development of space utilization or quality change of green open space and the environment with three components, namely environment, residents/visitors, and the pattern of space utilization.
  - **Maintenance Mechanism**  
Maintenance mechanism of green open space area must be through a process as follows:
    1. **The planning process**  
The planning process refers to sustainability into the future. Where planning involves short-term and long-term. Medium-term planning has a term between 10 and 20 years, which is the green open space that already exists on the need to maintain or increase, and must refers to the spatial.
    2. **The data collection process**  
The data collection process more focused on the facilities and infrastructure which is owned each of green open space. Documentation included data facilities are damage and need repairs and how to repair the process.
    3. **The implementation process**  
The implementation process include repair/maintenance on each physical elements that exist in each of the green open space. This process usually involves stakeholders in its implementation. Meanwhile, the management (the government) just as the assignor and supervision of each job. Each job package within this process is usually through a tender process in advance.

## 5. Conclusion and Recomendations

Based on the results of research, the conclusion is: the provision of green open space in Pekanbaru is more filling plants and naturally greenery and it is also not well maintained, the existing facilities are not yet fully, and cleanliness is also still less attention. Green open space at University of Riau and Alamayang Park have the best quality of environment. Green open space at Diponegoro, Annur Mosque area, and Caltex field have an appeal for social interaction and high culture. At University of Riau and Alamayang Park, the level of social interaction still low because this area is closed to the public and limited, also commercially purposes at Alamayang Park.

Suggestions in the study are: government of Pekanbaru in conducting the government affairs, namely the provision of green open space has public service ethics in order to have benefits as a means of social and cultural interaction for Pekanbaru society in coordination with the public and stakeholders and paying attention about: institutional, financial management, licensing mechanisms, monitoring mechanisms and measurement mechanism in order to become the good cooperation in terms of the addition, management, maintenance of the green open space.



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## Appendix A. Base Methods

### A.1. Qualitative Analysis

Data collection techniques through observation, interview and literature study. Data analysis technique used in this research is qualitative descriptive analysis.

### A.2. Written Survey (Primary Data)

The following question was asked on a written survey to participant satisfaction after visiting green open space in Pekanbaru City.

*How many you visit the green open space in Pekanbaru City*

☐ Every day                      ☐ Every Week                      ☐ Never

*What is your main purpose after visiting the green open space*

☐ Research                      ☐ Playground  
☐ Fisihing                      ☐ Relax

### A.3. Secondary Data

Secondary data about institutional data collection from government who manage the green open space. Data collection from focus discussion group. In a focus group, approximately 5 to 12 individuals are brought together to discuss aspects of the program for green open space development.

## Appendix B. Photograph Methods

The photograph are objective sample collecting from the situation of green open space area. Photograph using camera tool deep in 300 pixel.

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